



# City of Loma Linda Official Report

Floyd Petersen, Mayor  
Stan Brauer, Mayor pro tempore  
Robert Christman, Councilmember  
Robert Ziprick, Councilmember  
Charles Umeda, Councilmember

COUNCIL AGENDA: October 25, 2005

TO: City Council

VIA: Dennis R. Halloway, City Manager

FROM: Deborah Woldruff, AICP, Community Development Director

SUBJECT: GENERAL PLAN UPDATE PROJECT – The project is a comprehensive update to the City's General Plan document (text and maps) that will set policy and guide the City's development over the next twenty years. Areas directly affected by the update project include all properties located within the City's corporate limits, and properties within the City's Sphere of Influence in the County unincorporated areas generally east and south of the City limits to the Redlands City limits and Riverside County Line.

## RECOMMENDATION

The recommendation is for the City Council to take the following actions:

1. Adopt Council Bill R-2005-55 (Attachment 1) for the General Plan Update Project Program Environmental Impact Report, which:
  - a. Adopts and Approves the Findings for Statements of Overriding Considerations (pursuant to CEQA Guidelines Sections 15043, 15091, 15092, and 15093) for the significant unavoidable adverse impacts related to Air Quality, Loss of Open Space, Biological Resources, Water Supply, and Traffic and Circulation that would result from implementation of the General Plan (October 2005);
  - b. Approve and Certify the Final Program Environmental Impact Report (FEIR), which includes the Draft EIR, Response to Comments, and Mitigation Monitoring Program based on the Findings; and,
2. Adopt Council Bill R2005-57 (Attachment 2) which approves and adopts all Elements of the General Plan (October 2005), as follows:
  - a. Introduction To the General Plan Elements (Element 1.0)
  - b. Land Use Element (Element 2.0)
  - c. Community Design Element (Element 3.0)
  - d. Economic Development Element (Element 4.0)
  - e. Housing Element (Element 5.0)
  - f. Transportation And Circulation Element (Element 6.0)

- g. Noise Element (Element 7.0)
- h. Public Services And Facilities Element (Element 8.0)
- i. Conservation And Open Space Element (Element 9.0)
- j. Public Health And Safety Element (Element 10.0)
- k. General Plan Implementation Programs Element (Element 11.0)

Copies of the Findings of Fact for the Loma Linda General Plan and Related Actions, Statement of Overriding Considerations for the Loma Linda General Plan and Related Actions, and Draft Final General Plan (October 2005) were previously distributed to the City Council but are in Attachments 1 and 2.

## **BACKGROUND**

On October 11, 2005, the City Council completed their review of the Draft Transportation and Circulation Element, Traffic Impact Analysis (TIA), and Revised Trip Generation Analysis Report. Actions included conceptual approval of the Draft Transportation and Circulation Element, certification of the TIA, and approval of the Revised Trip Generation Analysis Report. The General Plan Update Project was continued to October 25, 2005 for final actions on the Draft Final Program EIR and Draft General Plan.

The City Council began the public hearing process for the General Plan Update Project on October 12, 2004. To date, the Council has included the project on 18 agendas for public hearings and meetings.

Additional background information on the Draft Land Use Element is available in the City Council and Planning Commission Staff Reports that were previously distributed.

## **ANALYSIS**

### **Revisions and Final Actions**

Over the past 12 months, the Council made many revisions to all Elements of the document that are too numerous to catalog in this report. However, the presentation for this agenda item will include a brief review of the revisions to each Element of the Draft Final General Plan (October 2005) document. The final actions on the General Plan Update Project include adoption of Findings for a Statement of Overriding Considerations, certification of the Final Program EIR, and adoption of the General Plan.

### **Proposals for the South Hills Area**

Issues related to how land use and development will be regulated in the South Hills Area have been (and continue to be) of great concern to many local residents and land owners. As a result, there are three land use proposals for the South Hills Area, as follows:

South Hills Designation, Draft Final General Plan (October 2005) - Section 2.2.3 of the Land Use Element incorporates the changes and revisions made by the City Council through the public hearing process. The objectives of the South Hills Designation are as follows:

- Maximize preservation of the area's natural environment in permanent public open space, recognizing the opportunities and constraints that the land itself imposes;
- Accommodate an appropriate level of development that can be designed to minimize impacts on the natural environment, protect public health and safety, avoid increases in citywide utility and public service costs, and ensure safe access for emergency vehicles;
- Ensure a set of incentives and development standards are maintained so as to require new development to be clustered, resulting in the public acquisition of large unbroken blocks of open space in exchange for development consistent with the above two components.

The South Hills Designation provides policies for the preservation of permanent public open space through incentives, density transfer and credits, and other methods and formulas that would be developed and included in the Development Code. Staff is recommending adoption of the South Hills Designation.

Alternative 1 – Residential And Hillside Development Control Measure (Initiative): On September 15, 2005, a Notice of Intent to Circulate Petition and Proposed Initiative was filed with the City Clerk by Mr. Jay Gallant, Ms. Georgia Hodgkin, and Dr. Wayne Isaef, Loma Linda residents. The proposed ballot measure includes development controls for hillside areas and residential development throughout the City. For the purposes of this Report, the focus is limited to the hillside development controls. The City Attorney has prepared a Ballot Title and Summary as required by the California Elections Code. A copy of the summary and the proposed Initiative are included in Attachment 3-A.

Alternative 2 – Proposal for the South Hills Designation: On October 19, 2005, another proposal was submitted to the Community Development Department by a consortium of local residents and South Hills land owners and developers. Principals of the consortium include Mr. Jonathan Zirkle, Mr. John Snell, Mr. Glenn Elssmann, and Mr. Kevin Varner. Alternative 2 is largely based on the South Hills Designation proposed by staff and the consultant. However, there are significant differences in that Alternative 2 goes beyond policy and includes regulatory controls that normally would be found in an implementing document such as a specific plan or development code. A copy of Alternative 2, which includes an Executive Summary is included in Attachment 3-B.

## **Options**

Based on the preceding, the City Council may consider the following options for the Land Use Element, Section 2.2.3 as part of the adoption of the General Plan:

1. Approve the South Hills Designation as proposed by staff and included in the Draft Final General Plan (October 2005);
2. Approve the hillside development controls included in Alternative 1 (proposed Initiative); or,
3. Approve the proposal for the South Hills Designation included in Alternative 2.

The South Hills Designation and Alternatives 1 and 2 will be further discussed as part of the presentation for this agenda item.

### **ENVIRONMENTAL**

The General Plan Update Project is subject to the California Environmental Quality Act (CEQA) and a Draft Program Environmental Impact Report (DEIR) (March 22, 2004) was prepared to evaluate the potential impacts of the project. The DEIR and Draft Responses to Comments that were received during the 45-day mandatory public review period were reviewed by the City Council on October 12, 2004. Additional comments were received from the Center for Biological Diversity and the San Bernardino Valley Audubon Society in June 2005 and the City's responses to the two letters are contained in Attachment 4.

The project is also subject to the Regional Congestion Management Plan (CMP) and Traffic Impact Analysis (TIA) was prepared to address the CMP requirements. The Council completed its review of the CMP TIA (May 13, 2004) and certified the document at the meeting on October 11, 2005.

### **FINANCIAL IMPACT**

Other than the costs associated with the preparation of the Draft General Plan and related environmental documents, the financial impacts of the General Plan Update are unknown at this time.

### **ATTACHMENTS**

1. Council Bill R-2005-55 – Certification of the Final Program EIR  
Exhibits
  - A. Findings Of Fact For The Loma Linda General Plan And Related Actions
  - B. Statement Of Overriding Considerations For the Loma Linda General Plan And Related Actions
  - C. Final Program EIR (includes the DEIR, Response to Comments, and Mitigation Monitoring Program – all documents previously distributed)
2. Council Bill R-2005-57 – Adoption of the General Plan (October 2005)
  - A. Draft Final General Plan (October 2005 – previously distributed)
3. Alternatives to the South Hills Designation
  - A. Alternative 1 – Residential And Hillside Development Control Measure (Initiative)
  - B. Alternative 2 – Proposal for the South Hills Designation
4. Comment Letters and City's Responses
  - A. Center For Biological Diversity (CBD)
  - B. San Bernardino Valley Audubon Society (SBVAS)

### **PREVIOUSLY DISTRIBUTED DOCUMENTS**

1. Draft General Plan (October 2004); Draft Land Use Element (April 2005); Draft Hillside Conservation Designation (Revised June 1, 2005); Draft South Hills Designation (October 25, 2005); and, Draft Final General Plan (October 2005)
2. Draft Existing Setting Report (June 5, 2002)

3. Draft Program Environmental Impact Report (March 22, 2004)
4. Traffic Impact Analysis (May 13, 2004) (CMP document); and, Revised Trip Generation Analysis Report (October 4, 2005);
5. Draft Final Program Environmental Impact (Report Response to Comments) (June 21, 2004); and, Comment Letters (CBD and SBVAS) and City's Responses
6. City Council Staff Reports (October 12, 2004; November 16, 2004; December 7, 2004; December 14, 2004; January 11, 2005; February 1, 2005; February 8, 2005; February 22, 2005; March 8, 2005; April 12, 2005; April 26, 2005; May 17, 2005; June 7, 2005, June 28, 2005; July 26, 2005; August 16, 2005; and, October 11, 2005)
7. Planning Commission Staff Reports (April 6, 2005)

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